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ABSTRACT

The three objectives of this meeting are: (1) to evolve principles for the national planning of documentation and library services in African countries in relation to social, economic and educational plans; (2) to assess the documentation and library needs of African States and correlate a plan of development of these services for the region with a regional target for education, research and book development and (3) to work out a model plan for the implementation of documentation and library services in Uganda. (Author/NM)

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EXPERT MEETING ON NATIONAL PLANNING OF DOCUMENTATION AND LIBRARY SERVICES IN AFRICA

Kampala, Uganda, 7-15 December 1970

FINAL REPORT

LI 003 315

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I. INTRODUCTION

The Meeting of Experts on the National Planning of Documentation and Library Services in Africa was held in Kampala, Uganda from 7 to 15 December 1970, in accordance with resolution 4.421 adopted by the General Conference of Unesco at its fifteenth session.

This meeting, convened by the Director-General of Unesco was organized with the co-operation of the Government of Uganda. The main objectives were:

to evolve principles for the national planning of documentation and library services in African countries in relation to social, economic and educational plans;

to assess the documentation and library needs of African States and correlate a plan of development of these services for the region with a regional target for education, research and book development;

to work out a model plan for the implementation of documentation and library services in Uganda.

II. PARTICIPANTS

Fourteen experts invited by the Director-General of Unesco were the principal participants in the meeting. In addition, six international organizations, intergovernmental organizations, international non-governmental organizations and private foundations sent observers. The Unesco Secretariat was represented by two members of the staff of the Department of Documentation, Libraries and Archives, the Chief of Mission for East and South East Africa, staff members from the International Institute of Educational Planning, the Department of Mass Communication and two field experts from the region. Five consultants also took part. The full list of participants is included as an annex to this document.

III. OPENING OF THE SESSION

The meeting was formally opened by the Hon. C.B. Katiti, Minister of Culture and Community Development, Uganda, at the Conference Centre of the Parliament Building on 8 December 1970. Speaking on this occasion, the Honourable Minister noted the will of African States to work co-operatively to solve current problems and cited the present meeting as an example. While stating the government's interest in developing an efficient network of documentation and library services in Uganda, he emphasized its wish that these be conceived to permit co-ordination and co-operation with those of other countries.

He mentioned the importance of libraries as an adjunct to the educational process and the need to provide higher priority in government expenditures for their improvement. The development of documentation and library services was a means of meeting the challenges of needed expansion in education and the socio-economic changes taking place in African society.

Citing the work already accomplished by the East African School of Librarianship, the Minister stressed the importance of improving facilities for training personnel at all levels. He hoped that the meeting could formulate a draft plan for a library and documentation system suited to the requirements of Uganda and urged a clear expression of practical means by which African countries could further the development of these services.

The representative of Unesco expressed the thanks of the Organization to the Government of Uganda for acting as host to the meeting and explained its aims and objectives.

IV. ELECTION OF THE BUREAU

The following were elected as members of the Bureau:

Chairman: Mr. D. Sentongo (Uganda)

Vice-Chairmen: Mr. A. Bousso (Senegal)
Mr. K.L. Liguer-Laubhouet (Ivory Coast)

Rapporteur: Mr. K. Okorie (Nigeria)

V. AGENDA

The subjects on the Agenda were taken up in the following order:

(1) The present state of library services in Africa.

(2) The rôle of documentation and library services in educational, social and economical development in Africa.

(3) Library development in relation to African Book Development Programme.

(4) Planning of documentation and library services.

(5) Personnel.

(6) A long-term plan for documentation and library development in Africa.

(7) A plan for Uganda.

VI. SUMMARY OF DISCUSSIONS

(1) The present state of library services in Africa.

The participants described the conditions prevailing in their countries as far as library and documentation services were concerned. In general the present situation was considered very unsatisfactory.

(a) Legislation, co-ordination, planning and finance

The existence, or otherwise, of library legislation varied greatly from one country to another. There are cases where library legislation is lacking and many where it was thought to be inadequate. Many participants spoke of the urgent need to create a satisfactory framework for the co-ordination of library development, though one expert thought that separate library institutions should be allowed to reach a certain stage of development and then a system of library co-operation created. One consultant observed that the need for the co-ordination of library development also existed in developed countries.

Where national libraries exist, as in Madagascar and Nigeria, they have assumed to some extent a position of leadership and perform a co-ordinating rôle, though often without a satisfactory legislative base.

Efforts to form co-ordinating bodies in Ghana and Tanzania have not yet succeeded, though in the latter country the Tanganyika library Services Board has made a start by appointing committees for public, school and special and government libraries.

A recent decision of the Ministry of Education in the Ivory Coast has created a body with the following functions:

(i) The planning and organization of the development of all types of libraries.

(ii) The supervision of such development and the centralization of study of professional problems.

(iii) The study and proposal of legislation.

(iv) The problems and development of book production.

The imminent creation of a national library and the preparation of library legislation was reported by the expert from Senegal.

The need to develop library co-operation was mentioned by a number of participants. One expert from Uganda stressed that at this stage it was unrealistic to think in terms of African co-operation, and that efforts should be directed towards building schemes of regional co-operation. The expert from Congo-Kinshasa requested an increase in exchange of views for the development of co-operation among all French-speaking countries.

The question of legal deposit was raised by a number of experts. In some cases, as in Ethiopia, there is no legal deposit legislation, and even where this exists problems of enforcement are common or the legislation is incomplete. The experts from Nigeria and Ghana reported that legislation had recently been extended to cover government documents which had formerly been excluded.

It was noted that the problem of securing adequate financial resources for any form of library development, with the possible exception of university libraries, was mentioned by almost every expert. In some countries this arises from a failure on the part of leaders to appreciate the value of libraries to the country's development. In others, this awareness exists, but is rarely translated into the provision of the necessary finance.

(b) School libraries

There was unanimous agreement that school libraries are absolutely vital to the satisfactory development of true and full education and for the development of reading skills which are an essential basis for life-long education. Some States such as the Ivory Coast, have accepted that school libraries are essential and must be planned within the context of the development programme for education.

Though it is in primary schools where a start should be made on creating an interest in reading and on developing the ability to read and the use of books and libraries, very few countries could report any real development. The growing magnitude of the problem, compounded as it is by the drive for universal primary education and the lack of suitable books in the vernacular, seems to have daunted most countries.

Promising starts have been made in a number of countries on the development of secondary school libraries, but these efforts are often unco-ordinated, particularly with other forms of library development. However, in Ghana, the Libraries Board has recently submitted a report on the reorganization of school and college libraries and it is thought likely that the Board will be requested to form a separate department to carry out this reorganization alongside the development of public libraries.

In Tanzania, the Tanganyika Library Services Board, which is responsible for library development generally, is in the process of establishing a comprehensive secondary school library service, based initially on three administrative regions. The service will result in the reorganization of existing libraries, the provision of loan collections with a target standard of ten books per student, and it has been accepted that the training of teachers in basic library skills and in the use of libraries is absolutely essential to the success of this programme.

(c) Public libraries

The provision of public library services, together with that of university libraries, are perhaps the best known of all forms of library development in Africa. Perhaps for this reason experts tended to stress the very great efforts that are still required before books and information services are made available to people wherever they live.

The almost universal lack of any form of public library service in the French-speaking countries was noted. The expert from Zambia mentioned that public libraries in his country were developing separately with a service for rural districts under the control of the Ministry of Education, and service for urban areas under municipal authorities responsible to the Ministry of Local Government.

The expert from Nigeria outlined the difficulties of rebuilding a library system ravaged by a civil war and disrupted by the creation of a new federal structure. This has resulted in the new East Central State planning the creation of an independent libraries board, similar to the old Eastern Regional Libraries Board, while the new States of Rivers and South Eastern are to operate library services directly under the Ministries of Information and Home Affairs.

Uganda and Kenya, though they have had legislation for a number of years are only at the very start of library development. The expert from Kenya, for example, reported that the first regional library was under construction and the first mobile library was on order. In this country, however, the library service in the capital city is operated separately by the City Council.

(d) National libraries

The provision of national libraries varied greatly. Experts from Kenya, Uganda, Tanzania and Zambia, all reported that there was no national library as such in their countries. In Tanzania some of the functions of a national library are performed by the University Library and the Tanganyika Library Service; in Uganda the University Library provides several services normally provided by a national library, and in both cases the view was expressed that the formation of a separate national library would result in unnecessary duplication. In Zambia it is the library of the National Archives which has legal deposit rights and which attempts to undertake national bibliographic functions despite a lack of adequate professional staff.

The expert from Ethiopia reported that though a national library had existed since 1944 it was the more recently established library of Haile Selassie I University which performed most of the functions of a national library, with a number of bibliographical services being provided by its Institute of Ethiopian Studies.

The expert from the Ivory Coast reported encouraging development. A new national library is to be constructed with funds provided by Canada, and a full range of national library services is already in existence.

In Nigeria the national library already provides a most impressive range of services and the country's new Four Year Development Plan calls for the construction of a new building at a cost of £500,000 and the provision of branch reference libraries in each of the States.

(e) University and college libraries

Many participants reported a fairly satisfactory situation with regard to the development of university library facilities, and the experts from Uganda and Tanzania spoke of the need to consider the research requirements of the country as a whole when developing the library's collections. Only the expert from Congo-Brazzaville, where the university has a central collection of only 25,000 volumes to serve students of four countries, raised the spectre of dispersed and therefore weak collections. By contrast, in Ethiopia, where the university was formed in 1961 by combining a number of different institutes of higher learning, there has been impressive development in bringing together the formerly separate libraries into one co-ordinated collection.

Attention was drawn by an expert from Uganda, to the satisfactory nature of the Uganda Technical College Library, but this seemed to be an exception. A number of other participants spoke of the poor provision and lack of organization to be found in many institutes of higher learning such as technical colleges and colleges of education.

(f) Special libraries and documentation services

While a number of experts mentioned individual instances of well organized special libraries with highly developed documentation services, such as the library of the East African Agriculture and Forest Research Organization in Kenya, these were exceptions. The majority of participants spoke of weak, ill-organized collections due to the failure of the government to recognize the need for professional staff or to accord them adequate status in the government service structure.

In Nigeria efforts are being made to improve the situation by pooling staff and appointing a superintendent of government libraries. Attempts are also being made to co-ordinate methods of library organization and administration.

In Tanzania, though lack of sufficient professional staff has made development difficult, a committee of the Tanganyika Library Services Board has been appointed to try to co-ordinate the development of government and special libraries with that of library development generally and funds have been placed at the Board's disposal for the improvement of these services.

The expert from Zambia spoke of the urgent need to establish satisfactory information and documentation services, particularly in the fields of science and technology. At present whole sectors of development were being denied the flow of information necessary for success, and without such services Africa would be denied the fruits of modern technological progress. The lack of qualified personnel was again mentioned as the main problem, particularly since recruits with the necessary scientific background were invariably absorbed by other sectors of the economy.

(g) Personnel and training

This was cited as a key problem. Participants emphasized that progress in libraries was hindered by the lack of trained and experienced personnel and that existing training facilities were inadequate. One country, for example, had only three local professional librarians.

Several speakers emphasized the need for co-ordination of standards of library training and resultant qualifications, and the desirability of co-operation between library schools. The possibility of co-operation between the East African School of Librarianship and the Library School in Ethiopia was mentioned as an example.

Reasons mentioned by the speakers for the shortage of training centres and the difficulty of attracting recruits were the failure of some countries to accord adequate status to librarians and to recognize the vital contribution which a professionally organized library service could make to a country's development.

Some countries, lacking formal training facilities, had resorted to in-service training schemes, and even in countries where library schools existed, this form of training was recognized as an essential supplement. The expert from Nigeria stressed the need to ensure that such training was geared to the nature of the tasks to be performed and suggested that the training should be carried out in model libraries similar to those in which the assistant would eventually serve.

(2) The rôle of documentation and library services in education, social and economic development in Africa

After an exchange of views on the importance of the rôle of documentation and library services in modern society, the meeting decided to express its position which is recorded in part VII of this report.

(3) Library development in relation to the African Book Development Programme

The meeting was informed about the overall Book Development Programme for Africa which had been launched by Unesco through a regional expert meeting in Accra, Ghana, in 1968.

The meeting unanimously recognized the decisive rôle librarians and libraries have to play within the planning and the implementation of national book development programmes. It was realized that this rôle was not limited to libraries only, but that there are many fields in which librarians and libraries could either be instrumental or could serve as a source for advice, information and research.

In particular, it was found that libraries should give special regard to the needs of new literates emerging from literacy campaigns with a view to meeting the requirements of this new and rapidly growing mass market and to avoid the relapsing of new literates into illiteracy.

One expert pointed out that a new type of book, especially designed for new literates, was required. These books should take into account the limited vocabulary of new readers and be geared to their taste, intellectual horizon and receptivity. The development of this new type of book would require research in which librarians should be actively engaged.

It was further felt that libraries would offer the best facilities to provide rural readers with books. This was particularly important as the majority of new literates (up to 90%) live in remote areas where no traditional bookselling is possible. It was therefore emphasized that:

(a) public libraries should be extended into smaller communities;

(b) special children's libraries should be developed;

(c) school libraries should be developed in such a way that they instill into the children a love of books and assist the child to discover the enrichment that reading provides.

(d) teachers should receive special training to help them handle a school library.

One expert suggested that libraries should be used as sales agents for books. This suggestion was welcomed as book buyers are at the same time potential library users.

The experts stressed the need for training librarians and, consequently, the enlargement of training facilities for the profession. The meeting also hoped that plans to establish in Africa regional centres for training and research in book development, including librarianship would materialize.

The meeting wished to suggest to governments the removal of levies on both imported books and paper in order to encourage the development of the book industry in Africa.

The experts noted the necessity for establishing national book development councils to achieve co-ordination of all book development efforts. They were of the opinion that library associations should be represented on the boards of these councils and that librarians should be actively engaged in their establishment and operation.

The meeting expressed its satisfaction that 1972 will be proclaimed International Book Year. There was general agreement that all activities of libraries in that year should be linked with International Book Year.

(4) Planning of documentation and library services

(a) Functions of various types of libraries

At this stage of the meeting an attempt was made to define the rôle and functions of various types of libraries. It was accepted that all libraries, supported by public funds, were social institutions providing educational, cultural, informational and/or recreational services through the medium of the printed word and/or audio-visual materials; that these services should be accessible to all citizens without direct charge regardless of their financial standing, race or age.

It was acknowledged that the way in which different types of libraries attempted to meet these objectives would inevitably vary from one country to another. It was also felt that the traditionally accepted distinctions between different kinds of libraries would tend to become increasingly blurred as an integrated national service developed. For example in one country the functions of a national library might be shared between two other libraries; in another specially designed libraries to serve both a school and the community might be introduced. Nevertheless, it was thought desirable to try and identify the different functions performed by libraries:

National libraries

(i) To serve as the primary instrument for the achievement of co-ordinated library development.

(ii) To serve as a permanent depository for all publications issued in the country and to collect printed material concerning the country, wherever published.

(iii) To publish the National Bibliography.

(iv) To organize the national and international exchange of publications and information.

Public libraries

(i) To serve as a centre of culture and information in the community.

(ii) To provide services for all sections of the community, e.g. children, blind people, sick people, etc. and wherever necessary to provide specialized information, including services to industry and commerce.

(iii) To encourage and promote the use of books and information.

University libraries

The prime function of a university library is to contribute towards undergraduate and post-graduate study programmes as well as the research programmes of the university. This however is not its exclusive function. A university is generally supported by public funds and its libraries represent a substantial part of the total library resources of the nation. It is incumbent on the university library that these resources should be made available to everyone through an integrated national library system.

School libraries

The basic purpose of a school library is to make books and other reading matter available to teachers and pupils in support of the teaching programme and to further the general intellectual development of a student. It must play an active part in the educational process, persuading staff and students to read and use books, guiding them in their reading and encouraging reading of a higher quality and the formation of the habit of reading for pleasure and self education.

Special libraries or documentation centres

These services exist to serve a specialized body of users within a definite subject field. Typically they exist to meet the needs of research workers and other specialists in government departments, research institutes, learned societies and industrial firms. The special libraries of a nation comprise an important part of the total national resources, not only of material but also of skilled staff and documentation facilities and should therefore, wherever possible, be fully integrated into the nation's library and information system.

(b) The relationships between different types of libraries and documentation services

Before proceeding to an examination of the planning of library and documentation services the participants attempted to define the relationships between different types of libraries and documentation services.

It was noted that the working document suggested the grouping of library services into two broad categories: public and school libraries on the one hand, and university and special libraries and documentation centres on the other. This suggestion was supported by several participants, one even going so far as to suggest that public library provision should be limited to a service for new literates and those with primary, secondary and vocational education; undergraduates, graduates and research workers, wherever they might be, being catered for by the university and special libraries. This was thought by one expert to be a gross over-simplification of the position and that the suggestion that the university library could cater for all graduates in the country was quite impractical. Another expert suggested a different grouping of school and university libraries, and public and special libraries.

One speaker also challenged the suggestion that had been made that the university library should be recognized as the country's national library and should receive increased resources to enable it to perform this function. Another expert also expressed doubts about such an arrangement and thought that, though it might be acceptable in the short term, in the long run the creation of a national library would prove essential. Belief in strong national libraries was also expressed by other participants.

Though one speaker felt there was a need to distinguish between the rôle of libraries and documentation centres he received little support. On the contrary a number of participants made a strong plea for the avoidance of the separation of such services, pointing out that such a separation was an artificial one and would lead to the duplication of services. The development of well organized library services would automatically include strong documentation services.

Two participants emphasized that a library service should be established which would serve the whole nation, involving all kinds of libraries and that it was necessary for librarians to avoid thinking in terms of their own particular types of libraries. Reference was also made by a number of participants to the problems created by the piecemeal growth of libraries in more developed countries and the consequent existence of vested interests which made overall co-ordination difficult. In Africa, where development was only just beginning, it should be possible to avoid a similar situation.

Co-operation between different types of libraries, while useful in helping to avoid duplication and exploit resources to the full, was not always satisfactory. What was required was the creation of a full range of services for all citizens, whatever their educational background and wherever they might live, and this required a strong single network of libraries of all kinds. Thus in one town the main library might be a public library, in another a special library, in yet another a college or school library.

It was then generally agreed and accepted that, though the pattern and organization of services would inevitably differ from one country to another, the creation of a fully integrated national library system was essential and that this could only be achieved if the planning and development of such a service was co-ordinated by a single body.

(c) The planning body

Discussion then centred on the nature of the planning body and its relationship with the body politic. A wide variety of views were expressed which generally reflected the experience of participants and the different patterns of government organization in their own countries. Thus experts from countries with central planning ministries thought that such a ministry might provide a suitable home for a library planning unit, others favoured the Ministry of Education, others the National Library.

It was then pointed out that the responsibility for the provision of library services was rarely centred in one ministry. Since libraries were complementary to all sectors of a nation's activity, responsibility was widely diffused. Thus the Ministry of Education might be responsible for school libraries; the Ministry of Culture for public libraries; another ministry for the national library, and each individual ministry for the provision of libraries within its own sphere of activity. It was this very diffusion of responsibility which made the need for co-ordination so urgent.

One consultant spoke of the tremendous problem of co-ordination and stated that in his view the central planning of library services was even more complex than education services, since the latter had a unity and could readily be quantified. In the long history of planning library services in one country, many different solutions had been attempted and at various stages different ministries had been charged with the responsibility. Throughout all these changes, however, one principle had been adhered to: that the body responsible for overall library planning must be the ministry responsible for public libraries since public libraries were seen as central to the problem, complementing all other forms of library service.

In view of the above observations it was finally agreed:

(i) That in each country the body responsible for library planning should be created and backed by legislation.

(ii) That it should have a membership fully representative of all bodies responsible for library provision and of all interested government ministries including planning and finance.

(iii) That it should be responsible to one ministry which would act as its spokesman in the body politic and give it political support.

(d) The functions of the planning body

The meeting accepted the following definition of planning which had appeared in the working document (COM/CONF.9/3):

"The planning of library and documentation services is regarded as one specific aspect of educational, scientific and cultural planning within the social and economic planning of a country or a region for only within this context can library and documentation planning acquire the foundations of support which it needs if it is to be effective. Regarded in that way planning of library services implies a continuous systematized process of studying educational problems at all levels, including adult education and the problems of scientific research from the standpoint of library needs; it also involves determining the aims of library services, setting targets for attaining those aims and preparing realistic decisions to ensure that these objectives will be reached through the rational and reasonable use of available resources."(1)

It then proceeded to examine the functions of a library planning body.

It was readily agreed that it should have the following functions:

(i) To prepare and to cost a co-ordinated development plan for all types of libraries within the national development plan.

(ii) To harmonize the allocation of resources for library development, both from internal and external sources.

(iii) To establish national standards for efficient library services of all kinds.

The meeting then considered the extent to which the body should be able to control development. A number of participants were in favour of separating the planning functions from that of execution. One consultant, however, pointed out that planning was a continuous operation that required constant and close control and that plans required frequent adjustment if they were to be meaningful and effective. One participant, drawing on his experience as an educational planner, spoke in favour of the planning body also being responsible for control of implementation. One consultant also emphasized the need for an adequate machinery for enforcing agreed standards and believed that this could best be done by legislation.

It was therefore agreed that in order to carry out its function of planning, co-ordination of development and control of implementation, it would be necessary for the planning body to be provided with the necessary finance to carry out its functions and the necessary expert staff. It was believed that it would not be necessary for this to be a large, expensive bureaucratic body. It should be able to draw on experts in economics, statistics, finance and sociology from either its parent ministry or from the central government planning agency to support its professional library staff. In this connexion it was noted for example that the central planning body and inspectorate for libraries in the whole of the USSR consisted of only seven professional people.

(5) Personnel

At the outset of its consideration of this important topic the meeting received a detailed statement outlining the problems that had been encountered in establishing the East African School of Librarianship, its present programmes and its future plans. At a later stage in the meeting an account was also given of the Library School at Dakar, and a number of participants gave details of the training facilities and methods in their own countries to supplement the information contained in the basic working document.

The meeting took note of the difficulties that had been experienced in gaining recognition and support for African schools of librarianship and the valuable rôle played by Unesco in establishing a number of schools. It concluded that the production of adequate numbers of qualified staff at all levels was central to the problem of development and that this could best be achieved by the establishment of library schools with adequate staff and financial support. While the value of overseas training was recognized, both as a means of obtaining access to courses not available locally and broadening the experience of locally trained librarians, it was felt that basic professional education for African librarians was best undertaken in Africa.

A number of participants drew attention to the need for well planned in-service courses and felt that, since librarianship was essentially a practising profession, it was necessary to supplement formal training with practical training before a librarian could be regarded as qualified.

(1) Seminario Iberoamericano sobre Planeamiento de Servicios Bibliotecarios y de Documentacion. Madrid, 5 February - 2 March 1968. Informe final. Madrid. Oficina de Education Iberoamericana. 1969. 20 p.

There was a general feeling that the present facilities for the education of librarians were inadequate. One participant suggested that this deficiency might be overcome, at least in the short term, by providing training facilities for librarians in colleges of education. The overwhelming majority of participants however were of the opinion that library schools should, wherever possible, not only be attached to universities but fully integrated with them. The danger of the schools remaining an isolated body on the campus, unable or unwilling to draw on the full resources of the university and make use of the other specialist staff, was noted.

The lack of a sufficient number of training institutions was particularly felt by the participants from French speaking Africa and Unesco was requested to explore the possibility of establishing another school for Central Africa. One consultant pointed out however that such a request should be preceded by a careful study to determine that the impression of need was in fact supported by facts and to convince possible donors.

It was also pointed out that it was all too easy for librarians, aware of the urgent need for trained staff in libraries without librarians to fall into the trap of pressing for training without first ensuring that the necessary posts had been created and that adequate finance would be available. The importance of producing long range staffing projections and undertaking detailed manpower planning was stressed. Data concerning the requirements for librarians of different specialities was essential for library schools in planning their programmes, particularly so where library schools themselves acted as recruiting agencies for the profession.

The difficulties of obtaining sufficient recruits of the right calibre and with adequate educational qualifications, and of retaining librarians once they had completed their training, was also discussed. It was felt that these problems were capable of solution and that the Central Planning Bodies, recommended in Chapter IV of the Main Working Document (COM/CONF.9/3), should be charged with the responsibility of developing a unified scheme of service and a common salary structure for the profession, and that manpower planning should be integrated with the planning of library development.

Mention was made of the difficulties of recruiting local librarians to staff the teaching posts in the schools. One possible solution put forward was that graduates should be selected on the completion of their degree courses and, after completing their professional education, given training in teaching techniques. However, it was felt that it was essential that library school lecturers should have had practical experience in a library. In general it was believed that this was not a long-term problem and that for the time being the best solution was to offer practising librarians posts as part-time visiting lecturers.

The meeting noted that many of the problems under discussion were common to library education in all the countries represented and concluded that there was a need to improve the flow and interchange of information. It was thought that one practical step that might be taken in this direction was the creation of an association of African library school staffs.

The meeting then turned its attention to the type and level of courses to be offered. These naturally fell into two groups: sub-professional and professional.

Sub-professional training

Though opinions differed on the length of course required and as to whether such courses should be offered by the same institution which provided professional education, it was generally agreed that they were an essential supplement to courses of in-service training. It was also felt that the very great expansion of library services already envisaged would result in an overwhelming demand for these non-commissioned officers of the profession both to man intermediate positions in large libraries and to staff rural and school library services. The meeting called for a considerable expansion of training facilities at this level. In this connexion it was noted that the Unesco sponsored audio-visual course for library assistants, already available in Spanish, might make a valuable contribution if it could be adapted for use in English- and French-speaking countries.

Professional training

Debate on this topic tended to centre round the need for different types of training for different categories of librarians. One participant put forward the view that the training of documentalists should be differentiated from that of librarians. This was overwhelmingly rejected by the meeting,

it being thought most undesirable to introduce the artificial distinctions that had grown up in some countries overseas. It was felt that the profession needed to attract graduates from all disciplines, including science and that all should receive the same basic professional training with appropriate specialized courses, including documentation techniques as necessary. It was conceded, however, that the production of an adequate number of specialized librarians was extremely important to support economic development and library schools were recommended to make a special effort in this direction. Unesco was requested to examine the possibility of providing the necessary specialized staff to conduct courses in documentation work to be offered as part of courses in librarianship and information work.

It was suggested by a number of participants that certain types of libraries, notably university libraries, required professional staff at two levels - intermediate and senior - and that training programmes and levels of entry might be adapted accordingly. One participant rejected this suggestion and made a plea for a unified course for all professional librarians, pointing out that the division between graduate and non-graduate librarians had split the profession in countries overseas.

It was agreed by everyone, however, that professional courses need to be supplemented by high level training for senior staff. In this connexion, it was felt that the meeting had itself shown the need for an intensive course in planning theory and techniques for librarians and Unesco was requested to explore the possibility of providing such a course.

It was also felt that the growing complexity of modern librarianship and the increasing problems which would arise as libraries were developed, would increasingly require research, and it was recommended that the schools of librarianship should create small research departments as soon as possible.

Finally, while the meeting accepted that the curricula in the library schools must reflect the problems and needs of Africa, and indeed of a particular country or region, there was a strong need for the library schools to disseminate information about developments and practices abroad. It was pointed out that librarianship was an international profession with a common body of principles and techniques.

The belief that a strong and efficient library service could best be created by a strong and united profession was evident throughout the discussion. The importance of the library schools in providing a unifying force was noted, but it was felt that there was a danger of different standards evolving if schools continued to operate in isolation and that such a development would in the long run prove detrimental. In order to economize on resources and in order to ensure the cross fertilization of ideas, it was thought essential that graduates from one school should be able to pursue special courses in another, and qualified librarians from one country should be accepted and able to obtain experience in another. To achieve these aims it was decided:

(a) That English (in French-speaking countries) or French (in English-speaking countries) should be taught in all library schools in Africa.

(b) That Unesco should be requested to convene a conference at the earliest opportunity with the purpose of harmonizing standards of entry, length of courses and qualifications awarded in librarianship and information science.

(6) A long-term plan for documentation and library development in Africa

The participants gave careful attention to the relevant section of the main working document (COM/CONF. 9/3) prepared for the meeting. During the general discussion it was noted that the aim of this section was to provide a broad outline of the development of library services in Africa over the coming decade and that the following "Plan" was established on the basis of a set of hypotheses concerning the evolution of the demographic, economic and educational setting in the African continent.

This suggested outline was not to be taken as more likely or more desirable than other possibilities; therefore, the data in the following tables was given for purely illustrative purposes. In other words, the objective - whether expressed in norms, in unit costs or in expenditure level - was not to be interpreted as definitive on the regional level, or even less, as significant for any

one African country in particular. The "Plan for Development" should be considered only as a frame of reference, a preliminary step in the process of planning library services. Each country should, on the basis of its own conditions, establish its own development objectives. This will help at a later stage to revise this data which the meeting wished to have included in its report.

In brief, the "Plan" was a first step in a "trial and error" procedure, before the objective could be precisely considered as representative for the countries of the region as a whole.

Costing and financing of documentation and library services in Africa

Costing framework

Costing has three major, interrelated uses in the preparation of any development programme:

(a) diagnosis of the existing costs position, through analysis of some recent past years' development;

(b) planning a development programme in the light of these cost analysis findings;

(c) control of the implementation of the development programme through standards, based on the cost analysis and incorporated in the programme;

Cost analysis has the following diagnostic purposes:

(i) to make a comparative evaluation of different institutional forms of organization, activity, technology, etc.;

(ii) to seek guidelines towards optimization, through discovery of possible opportunities for increasing efficiency, productivity and quality;

(iii) to provide basic data for rationalization;

(iv) to provide rationale for optimal allocation and equitable distribution of scarce public funds;

(v) to calculate unit-costs, standards and norms as a basis for development planning;

for the following planning purposes:

(i) to aid the articulation of realistic objectives and targets;

(ii) to evaluate alternative strategies for achieving objectives, using unit-costs as "weights" within an optimization technique;

(iii) to test economic feasibility;

(iv) to estimate costs of future developments and changes in the system and for the following control purposes:

(i) to standardize systems of accounting and statistical returns, making them objective-oriented;

(ii) to control recurrent expenditure through checking of variances from defined standards;

(iii) to control capital expenditure through standardization of area and cost limits and thus also, perhaps, facilitate industrialization of building;

(iv) to introduce such administration techniques as Budgetary Control and PPBS (Planning and Programme Budgeting System).

True cost analysis too should be qualitative as well as quantitative; it should indicate as far as possible not only the relative costs involved in providing the service but also the relative quality of the service provided.

Unfortunately, these methods cannot under present conditions be applied to the planning of documentation and library services. Lack of a minimum of basic data makes it impossible to make any diagnosis whatsoever, just as it is impossible to prepare the strategy of developing library services on the criteria of costs or of cost and profit analysis.

Diagnosis and target setting problems

For the same reason, all that can realistically be attempted in planning is an indicative plan for Africa as a whole; it would be impossible to articulate an individual, quantified programme for each African country. Individual countries can more effectively and accurately prepare their own development programmes, using the costing approach outlined earlier and the guidelines of this indicative plan, as far as it is feasible, in each case. Owing to lack of data one way of defining planning targets is to assign reasonable targets of service and cost standards in the light of existing standards in a country well developed in library services, such as Denmark, as against those found by questionnaire to exist in certain African countries, such as Ghana, Kenya, Tanzania, Ivory Coast and Senegal.

It is clear that this method of fixing targets is not the only conceivable one and invites criticism. In particular, conditions prevailing in Denmark today are very different from those in Africa in the next few years. Also there is no reason to suppose that the organization of Danish library services is adapted to African needs. Finally, there is no reason for choosing Denmark rather than another country. However, in order to establish scale and to show the nature and importance of the needs, the Danish criteria were adopted. These remarks should be kept in mind in interpreting the data in the following tables.

Also, it is appropriate that a documentation and library services development plan for Africa should be prepared within the framework of the indicative plan of the Second Development Decade, since the determinants of the former are broadly equated with those of the latter.

Setting targets then, for an indicative library services development plan for Africa will involve examining general library services standards prevailing in Denmark, comparison of unit-costs between Denmark and Africa, as far as this is feasible, assessment of the likely trend of the determinants of library services development in Africa and finally, the assigning of realisable library services development targets.

Existing position and projected targets

The average public library standards for Denmark, relevant to our purposes are as follows:

Collections (Minimum 8,000)

Adult section:	$2\,^1/_2$-$1\,^1/_2$ volumes per person, all population, decreasing with population increase
Children's section:	4 volumes per child, 0-13 years

Wastage

Adult section:	one copy per 70 loans of a book per year.
Children's section:	one copy per 40 loans of a book per year

Acquisitions

Adult section:	200 volumes per 1,000 population per year
Children's section:	All Danish titles published (200 approx.) and other material

Staffing

One employee per 2,000 population

One full-time qualified librarian for population over 5,000

Area

Adult lending department: 100 sq. ft. per 1,000 population

Adult reference and reading rooms: 75 sq. ft. per 1,000 population

Children's rooms: 100 sq. ft. per 1,000 population

Other average standards of interest are:

University collections:	75 volumes per student
School collections:	20-5 volumes per student, decreasing with increasing school size(1)

Average standards for national and special libraries are extremely difficult to define.

The major determinants of documentation and library services development in Africa are as follows:

(a) National economic and social development

(b) Formal education enrolment growth

(c) Development of industrialization

(d) Literacy progress

(e) Demographic growth

A GNP growth rate per year of 5-6 per cent is the Second Development Decade target to 1980 and the following table indicates the desirable enrolment growth rates during the decade:

Table 1 - Enrolment at different levels for Africa 1965 and 1980

	1965 levels			1980 levels		
	1st	2nd	3rd	1st	2nd	3rd
Enrolment (millions)	18.5	1.9	0.1	52.1	9.4	0.4
Enrolment rates	30.8	7.9	0.5	60.0	28.0	1.4

Source: Second Development Decade data.

In 1965, African expenditure on research and development amounted to 0.2 per cent of GNP; for 1980 the desirable level is projected to 0.5 per cent of GNP, or 185 million U.S. dollars. Total educational costs, amounting to 1,000 million U.S. dollars in 1960, i.e. 4.7 per cent of GNP, are projected to reach 2,593 million dollars, or 6 per cent of GNP in 1980. Literates, estimated at 20.5 million, or 18.3 per cent of the population of 272.9 million, in 1960, are projected to have increased to 34 million, or 27 per cent of the population by 1980. The population is estimated to increase from 346 million in 1970 to 448.9 million in 1980. Library services development targets must be set within all these guidelines.

In the following table the existing book stock position in Denmark and the average position in Africa are outlined, and moderate and high targets are set for 1980:

(1) Deduced from F.N. Withers, Standards for Library Service, Paris, Unesco, 1970 (COM/WS/151).

Table 2 - Actual (1967) book stocks available, Denmark and Africa and moderate and high targets for Africa in 1980

	National	University	Schools	Special	Public
	Volumes per 1,000 literates	Volumes per student	Volumes per student	Volumes per researcher	Volumes per 1,000 literates
Denmark: actual	350	98	8	. . .	3,295
Africa: actual	50	50	0.1	. . .	100
Moderate target	75	50	0.5	. . .	250
High target	100	75	1.0	. . .	500

Costing and financing

Because of the lack of data, it is difficult to reach a precise basis for costing. In particular, expenditures for equipment vary considerably from one country to another, especially in regard to the cost, standards, and the extent of lateness in development. The only justifiable procedure is to examine for each country the concrete proposals for equipment and to estimate costs.

In the second place for recurrent costing, it is necessary to calculate a reasonable average unit cost for Africa keeping in mind the existing unit cost position in Denmark and in the African countries mentioned earlier (Ghana, Kenya, Ivory Coast, Tanzania and Senegal).

For lack of precise data the analysis was necessarily rudimentary. An attempt was made to calculate unit costs for national, university, school, special and public libraries according to expenditures for employees and other costs(1). Table 3 gives the average recurrent unit cost position in these categories (1967) in Denmark and Africa.

Table 3 - Average recurrent unit costs, Denmark and Africa, in 1967

(in U.S. Dollars, current prices)

		National	University	Schools	Special	Public
		per 1,000 volumes	per student	per student	per researcher	per 1,000 volumes
Employees	Denmark	700.9	39.0	. . .	. . .	766.0
	Africa	900.1	53.00	. . .	. . .	541.6
Acquisitions	Denmark	170.5	26.2	. . .	. . .	344.0
	Africa	434.0	34.2	. . .	. . .	214.0
Binding	Denmark	63.5	6.6	. . .	. . .	172.0
	Africa	111.7	3.9	. . .	. . .	25.9
Maintenance	Denmark	119.4	7.3	. . .	. . .	209.0
	Africa	. . .	3.2	. . .	. . .	187.4
Other	Denmark	. . .	. . .	. . .	. . .	220.0
	Africa	159.1	2.1	. . .	. . .	19.2
Total	Denmark	1054.3	79.1	. . .	. . .	1711.0
	Africa	1611.9	95.3	0.03	. . .	879.8

(1) Employees: The amount paid for salaries, wages and related costs.
Acquisitions: The cost of all items (books, periodicals and other reading and audio-visual materials) added to the library collection.
Binding: The cost of binding and repair, including expenditure on pamphlet-boxes, file covers, etc. used for preserving individual library materials.
Maintenance and working: The amount spent on rent, heating, lighting, etc.

Taking these unit costs and the available figures for other continents (Asia, Latin America) into consideration, the following cost norms are computed for costing purposes in U.S. dollars, current prices:

National libraries:	per 1,000 volumes	=	5,000
University libraries:	per student	=	125
School libraries:	per student	=	0.10
Special libraries:	per researcher	=	. . .
Public libraries:	per 1,000 volumes	=	3,000

In terms of these objectives, the total required recurrent costs to 1980 are estimated as follows:

Table 4 - Recurrent costs required to 1980 for development of library services (in U.S. dollars, millions)

	Targets	National	University	Schools	Special	Public	Total
1970	Low	6,250	18,750	0,315	1,875	7,500	34,690
	Moderate	9,375	28,125	1,575	3,750	18,750	61,575
	High	12,500	37,500	3,150	5,625	37,500	96,275
1980	Low	8,500	50,000	0,615	5,000	10,700	74,313
	Moderate	12,750	75,000	3,075	10,000	25,000	126,325
	High	17,000	100,000	6,150	15,000	51,000	189,150
Annual Average	Low	7,375	34,750	0,465	3,438	8,850	54,878
	Moderate	11,061	51,553	3,325	15,000	22,125	93,941
	High	14,750	68,750	4,650	10,313	44,250	143,713

Thus the total recurrent expenditure on library services comes to 2.9 per cent of total educational costs (2,593 million U.S. dollars at 6 per cent GNP) for the low target and 4.9 and 7.3 respectively for the moderate and high targets.

A framework for financing of this development plan is given in Table 5.

Table 5 - Financing Framework for 1980 - African Documentation and Library Services (in U.S. dollars, millions)

	National	University	Schools	Special	Public	Total
Central Govt.						
Low	8,500	44,000	0,086	4,000	2,346	58,932
Moderate	12,750	66,000	0,430	8,000	5,865	93,045
High	17,000	88,000	0,860	12,000	11,730	129,590
Local Authority						
Low	. . .	. . .	0,430	. . .	7,854	8,284
Moderate	. . .	. . .	2,150	. . .	19,635	21,785
High	. . .	. . .	4,300	. . .	39,270	43,570

	National	University	Schools	Special	Public	Total
Foreign Aid						
Low	. . .	3,500	. . .	0,500	. . .	4,000
Moderate	. . .	5,250	. . .	1,000	. . .	6,250
High	. . .	7,000	. . .	1,500	. . .	8,500
Private Sources						
Low	. . .	2,500	0,098	0,500	. . .	3,098
Moderate	. . .	3,750	0,492	1,000	. . .	5,242
High	. . .	5,000	0,984	1,500	. . .	7,484
Total						
Low	8,500	50,000	0,615	5,000	10,200	74,315
Moderate	12,750	75,000	3,075	10,000	25,500	126,325
High	17,000	100,000	6,150	15,000	51,000	189,150

Notes

Apportionment of financing is arbitrary but follows the same general trend in so far as central government and local authority financing for the African countries examined is concerned:

(a) Overall: Central Government 75 per cent; foreign aid 5 per cent; local authority 15 per cent; private sources 5 per cent.

(b) By category of library.

	National	University	Schools	Special	Public
Central Government	100%	88%	14%	80%	23%
Local Authority	. . .	. . .	70%	. . .	77%
Foreign Aid	. . .	7%	. . .	10%	. . .
Private Sources	. . .	5%	16%	10%	. . .

(7) A plan for Uganda

Participants had received copies of a report (COM/CONF. 9/4) outlining a plan for Uganda which had been prepared by Mr. Deane Kent, Unesco Consultant.

The meeting recognized that the consultant's report contained much valuable information and many important ideas for future development but felt that lack of time and the ready availability of necessary data had prevented these ideas from being presented in the form of a coherent development plan.

Consideration of this topic was opened by the consultant who introduced his report by explaining the methods he had followed and the basic reasons and principles which had guided him in formulating his recommendations.

In the lively discussion which followed a number of participants drew attention to area of service such as mobile services which they would have liked to have seen given greater prominence or better coverage in the report. Another participant, while welcoming many of the consultants' recommendations as imaginative and sound, expressed the view that they were inadequately supported by argument. He also emphasized that, in his opinion, the many recommendations should have been gathered together and presented in the form of a short-term and a long-term plan.

Considerable reservations were expressed about the proposals for the separate creation of both a national library and parliamentary library, particularly in the forms suggested. One consultant thought that the creation of a co-ordinating body, as suggested, would be a step forward, but proposed that it might perhaps be possible for Uganda to lengthen its stride. If the concepts of separate national, parliamentary, public, school and special libraries, inherited from the more developed countries, could be discarded, a much more radical approach to the problem of the organizational structure of a nation's library service could be adopted. What was required, it was suggested, was a single integrated library service very similar to the organizational structure of education services found in many countries. The consultant concurred with this view.

A member of the Secretariat made a presentation of the financial implications of proposed library development in Uganda against the background of the economy of the country and its educational development.

In summation, it was emphasized that the consultant's report had been produced primarily as a working document for the meeting. It demonstrated the problems of analysis, synthesis and diagnosis which the would-be library planner faces. It had, particularly in the presentation of the financial aspects, assisted the meeting in focusing its attention on the type of economic analysis necessary to a successful presentation of a development plan, and had produced ideas which required testing in further discussion.

It was therefore decided to form a working group to draft a pre-planning document which could be used as the basis for a full planning exercise in the future.

The guidelines prepared by the working group follow:

Guidelines for a plan for the development of library services in Uganda

(a) Introduction

Uganda is situated near the heart of Africa. It is a landlocked nation, compact in shape with an area of 94,000 square miles. With about 10 million inhabitants, Uganda ranks as one of the most densely populated countries on the continent of Africa. It is estimated that Uganda's population is growing at an annual rate of slightly over 2.5% per annum. Over 90% of the population is rural; living in dispersed homesteads. Kampala, the capital, has a population of 350,000.

Uganda is a plural society forged together into a political unity with one parliament. There are 18 administrative districts which together with urban authorities constitute two types of semi-autonomous local authorities. They are responsible for the financing and provision of services such as road maintenance, primary education, water supply, health clinics, and housing within respective areas. English is the official language.

Facilities for internal and external transportation and communication are well developed. Agriculture is the mainstay of the economy. There is a heavy dependence on two principal export crops (coffee and cotton) but the country has immense potential for mixed farming. The government, in a five-year development plan, is actively promoting the growth of manufacturing industries to diversify the economy and create more wealth.

A major long-term objective of the Uganda Government is the eradication of ignorance by expanding and improving facilities for formal and informal education. The literacy rate is estimated at 35%. Some 700,000 children representing 37% of the school age population are enrolled in public primary schools giving a seven-year basic course. The current five-year development plan 1966-1971, aims at extending the coverage to 53% of the children of primary school age. Publicly aided secondary level education is provided to about 18% of the output from the primary schools. This presents the most critical bottleneck in Uganda's education system.

(b) Legislation for library services

The main legislation is the Public Libraries Act of 1964. Other legislation gives depository rights to the Makerere University library and the Institute of Public Administration.

The existing legislation will have to be re-examined to facilitate the establishment of a national system of libraries.

(c) Existing library services

These are:

Public libraries - there are 17 situated in almost all the gazetted towns in the country; the rural areas are served by the book-box, mobile and postal library services.

School libraries - generally there are no libraries in primary schools. Almost all grant-aided secondary schools have libraries.

College libraries - are established in all professional training colleges.

One university library system with a well-developed general library and five specialized branch libraries.

Numerous special libraries in governmental and private institutions.

(d) Expenditure

Although it is very difficult to assess the total financial effort devoted by Uganda to library services, it has been estimated that, in 1969, the total current expenditure (not including Special Libraries) has reached 0.63 million dollars of which 70% has been spent on university libraries, 14% on school libraries and 16% on public libraries. The current budget for library services represents 1.4% of government educational expenditure and 0.1% of the gross domestic product.

(e) Personnel and training

Although the manpower requirements of libraries are not clearly known, it is self-evident that the shortage of qualified library personnel is one of the key problems which planners must tackle. The annual intake for professional training at the East African School of Librarianship, Makerere University, Kampala will have to be expanded. There should also be proper provision for staff training at all other levels.

(f) Main difficulties with respect to the development of library services

1. Lack of overall planning and co-ordination.
2. Fragmentation of existing resources.
3. Shortage of qualified personnel.
4. Insufficient funds for books and audio-visual materials.
5. Lack of a centralized machinery to facilitate the transfer of information within the country and to and from other countries.
6. Slow development of publishing within the country.
7. Shortage of literature in the vernacular languages.

(g) Proposed structure for the development of library services

The most effective way of developing library services is to pool all the necessary resources into a national system. It is therefore proposed that the structure of library services should be a co-ordinated national system.

The organizational structure of such a system should be based on the service requirements of higher education, research and technology on the one hand; and those of formal school and out-of-school education, vocational and continuing education on the other. However, all these services must be co-ordinated in order to use the limited resources efficiently.

There should be a national planning and co-ordinating body, with wide representation, which should include: the Ministries of Education, Finance, Culture and Community Development, Economic Planning and Regional Administration. There should also be representation for the university, National Research Council, Library Association, Publishers Asssociation and any other institutions linked with the development of library services. Such a body should be under the wing of a government ministry.

(h) Priorities for development

1. The setting up of a national planning and co-ordinating body, headed by a high ranking executive officer with expertise in library service planning. Such a body might be established under the Ministry of Education.

2. Fighting illiteracy through strengthening the Public Library Service.

3. Intensive staff training at all levels.

Some financial aspects of the evolution of library services in Uganda

(a) Recent data on library services in Uganda

Table I compares enrolment, book stock available and unit cost in Uganda and for all African countries during recent years.

One notices that the Ugandan school pyramid is quite similar to the pyramid of all African countries and because of this approaches the average situation in Africa; i.e. enrolment is almost entirely in primary schools; while the number of pupils enrolled in other levels of education remains relatively small (secondary education, less than 10%), or negligible (higher education enrolment less than 1%).

The book stock available varies according to the type of library concerned:

In school libraries the average is one book for 10 children. As a matter of fact this average hides a great difference between primary schools (book stock between 10,000 and 20,000 for 700,000 pupils) and secondary schools (about 2 books per pupil).

As for public libraries, Uganda seems to lag somewhat behind[1] 29 books per 1,000 literates for Africa as a whole. This difference is due to several causes; the more essential one is very probably the stagnation of the book stock available in public libraries during the last 5 years, while over the same period the literate population was expanding considerably with the growth of the school system. It is worth suggesting at this stage the importance of developing and strengthening the public library network in the coming years so that the pupils who leave the school system do not relapse into illiteracy.

In university libraries, the Ugandan student seems on the contrary more favoured: 87 books per student as against 50 for Africa as a whole. This situation can be explained by the extremely privileged situation of the prestigious Makerere College (now Makerere University, Kampala) which has a very fine collection of books. In fact, some changes have occurred during the recent years as the speed of acquisition of new books has lagged behind the rate of growth of the student enrolment.

With regard to unit current cost, the table indicates very clearly that library services tend to cost generally more in Uganda than in Africa as a whole. Two essential reasons can explain these differences: higher personnel costs on the one hand and on the other, better quality of services[2].

(1) It is true that this average has been estimated on the basis of very small sample of countries.
(2) This quality can be appraised by a few approximate measures such as the average level of training of the librarian, staffing ratios, the diversity of collections, standard of existing facilities, etc.

(b) Sketch of growth of the sector of libraries in Uganda

Being unable to establish a precise estimate of the needs and their costs, all that could be done was to link globally the evolution of each type of library with a few indicators of the scale and the nature of the needs: literacy trend, demographic growth, modification of the size and structure of the educated population, evolution of the national economy in general and of the education sector in particular. Here is the outline of the method used for the three categories of libraries, considered in the framework of the present annex.

With regard to public libraries, several studies give indications concerning the tendencies foreseen for the coming years(1). They all imply a considerable strengthening of the public libraries network through acquisitions of books and the extension of the services given by the units.

The hypothesis made in this paper is that in 1980 the number of available books per 1,000 literate Ugandans would reach 100. (It was 29 in 1968 and would be 50 in 1975).

The evolution of the number of literates depends on several factors, i.e. rate of population growth; rate of life expectancy; school enrolment ratios. Lacking precise information, we have assumed that the population would increase at the rate of 2.5% a year during the next decade and that the literacy rate would be around 40% in 1975 and 50% in 1980, the number of literate Ugandans would reach 4.3 million in 1975 and 6.1 million in 1980.

The average cost per book also depends on several factors: cost structure according to the nature of the expense, evolution of the prices system, reform of the public libraries system, etc. In this case it was also necessary to make estimates on a very global basis, after examining the annual reports of the Public Libraries Board and the accepted hypothesis concerning the probable evolution of the system. The total current expenses for public libraries would reach US $300,000 in 1975 and around US $910,000 in 1980. The data is given in constant prices, 1970.

Regarding school libraries separate estimates were made for primary schools and for secondary schools of the first cycle (S.1 - S.4) and the second cycle (S.5 - S.6).

According to studies made within the Ministry of Education, the pupils enrolled in primary schools would reach a million children in 1975 and 1,490,000 in 1980. At that school level it is difficult to speak of real libraries. In most cases it will be a matter of strengthening the available book stock (from 1% in 1969 to 5% in 1975 and 10% in 1980)(2) and of foreseeing a minimum of training for the person responsible for the book collection in each school. As a rough indication, the number of volumes would be close to 150,000 in 1980.

Table I - Comparative data for Uganda and Africa

A. Enrolment (1965-1966)	1st level	2nd level	3rd level
Africa	18,500	1,900	100
%	90	10	-
Uganda	634	27	3
%	96	4	-

B. Book stocks available (1967-1968)	University per student	Schools per pupil	Public per 1,000 literates
Africa/	50	0.1	100
Uganda	87	0.1	29

C. Average running cost (1967-1968)	University per student	Schools per pupil	Public per 1,000 literates
Africa (US $)	95.3	0.03	880
Uganda (US $)	105.0	0.12	1,228

D. Total current costs in 1969 (Estimates in 000's US $)	University libraries	School libraries	Public libraries
	440	87	/ 107

(1) Let us mention in particular "Application for aid with library development in Uganda presented to the Danish Government" by the Uganda Library Service, "Proposed development for the Uganda Library Services - Report and capital estimates" by Hughes and Polkinhorne, as well as a note from Mr. E.C. Kibwika-Bagenda, Acting Director of the Public Libraries Board.

(2) We are obviously dealing with normative hypotheses.

The situation is very different depending on whether it is a question of secondary education of the first cycle or second cycle. As indicated in a study by the International Institute of Educational Planning[1] the average library cost per pupil is roughly 1.70 U.S. dollars in the first cycle, and 4.30 U.S. dollars in the second cycle. Therefore, it was necessary to deal separately with each cycle when computing the enrolment and the unit costs.

The school population projections of the Ministry of Education were used. The unit costs were estimated, globally and respectively at 2.10 dollars and 5.40 dollars in the first and second cycle of 1980. (Decreases in relative prices and economies of scale would partially compensate the cost of the increase in the number of books per enrolled student.) As an indication the available book stock would be 150,000 in 1975 and 306,000 in 1980.

The total current expenses in the school libraries would reach $215,000 in 1975 and $453,000 in 1980. Relating this cost to the enrolled population one finds that the average expense per student which was 0.12 dollars in 1969 would be close to 0.20 dollars in 1975 and approximately 0.28 dollars in 1980.

Lastly with regard to university libraries, a number of studies were done on the development of their services in the coming year. The rôle of the Makerere Library and its rate of expansion in the future were studied in several reports. From this point of view, a number of uncertainties remain which make any attempt at forecasting hazardous. The hypotheses adopted in the calculation - chosen among many others, equally probable - is that the Makerere Library will improve the quality of its services and will be able to face the diversification of its readers which will result from the establishment of new chairs at the university. Moreover, economies of scale would necessarily appear in some departments; therefore, it was accepted that the book stock per enrolled student would remain at its present level of 87. As a whole, and lacking elements of additional information our estimation is that the relative price of library services would vary according to the relative prices of books and relative costs for personnel. We figure that the average unit cost per enrolled student would reach 124 dollars for higher education as a whole, in constant prices.

The evolution of enrolment in higher education depends in Uganda - as everywhere else - on a number of factors: admission policy, social demand, manpower needs, etc. In this connexion, according to the adopted hypothesis, very important differences in higher education can be observed. Within the framework of these estimates, it seemed preferable to adopt an average hypothesis and to avoid favouring excessively the opinion of economists in relation to that of educators. As a whole the enrolment in higher education would come close to 7,300 in 1980. Consequently, the current budget of university libraries would reach US $914,000 during the same year. This estimate is given in constant prices.

(c) A final word

What are the consequences of the growth outline presented and what meaning must we give to it? We shall briefly discuss this point, referring to the data given in table number II.

The preceding outline integrates the evolution of qualitative as well as quantitative needs of library services: evolution of enrolment according to school level, of rate of literacy, of the available book stock, of staffing ratio, etc. Two factors clearly show the importance of the accepted modifications: enrolment increase of 117%; unit cost increase from 17% to 133% depending on the type of libraries considered. Therefore it is not surprising to find that all the current expenses (not including equipment and building expenses) which the nation will have to devote to library services would be multiplied by four in 11 years to reach US $2,276,000 in 1980; a considerable expansion if one remembers that we are dealing with figures in constant prices, that is to say, not taking into account price increases.

Is this realistic: and can we assume that Uganda will be able to face such financial effort? It is difficult to answer since such a question is more the responsibility of the political man than of the technician. The latter can only consider this result in relation to a few reference data.

(i) In relation to the gross domestic product, current expenses for libraries would reach 0.17% in 1980; which corresponds to the minimum adopted for Africa in the main working document[2] of the meeting (COM/CONF. 9/3). In relation to total educational expenses, current expenses would represent 2.4% as opposed to 2.9% for the minimal objective.

(1) See J. Chesswas and J. Hallak "Behaviour of non-teacher recurring expenditures" (Mimeo 1969) to be published.

(2) With the understanding that our estimates do not include special library expenses and do not take into account the eventual creation and the functioning of the national library.

As a consequence, within the framework of this hypothesis, and taking into account the expenses of specialized libraries and of the national library (which would be created), Uganda would go beyond the minimal objective for Africa while remaining below the moderate objective.

(ii) The current budget of libraries will not be financed only by the government. The current expenses in primary school libraries are almost exclusively financed by the school fees paid by the families; in secondary and higher education, the fees also help balance the library budgets. In public libraries the possible contributions of associations and other private groups though unimportant, cannot be entirely disregarded.

(iii) However, a major obstacle might appear in the implementation of the expansion programmes implied in the adopted proposal. For it assumes an important programme of building, equipment and book purchase which would require very heavy capital expenses(1). In this regard, a substantial external aid would be necessary to support the drain on national resources. Only a precise study of needs and a detailed analysis of programme costs will permit an estimate of the level of required help, and therefore of the degree of realism of the adopted outline. Such studies will also have the advantage of showing possibilities for costs savings through rationalization of management and of the conception of the library system in the country. It is no longer necessary to stress the advantage of following this outline with a serious preparation for a development plan for library services.

Table II - Trend of library services in the coming decade

A. Enrolment (000's)	1969	1975	1980
Primary 1 - 7	686	1,000	1,490
Secondary S.1 - S.4	35	50	71
Secondary S.5 - S.6	4	10	16
Higher (rounded)	4	6	7
	729	1,066	1,584

B. Book stocks available 1980	Schools per pupil	University per student	Public per literate
	0.30	87	0.10

C. Average unit costs 1980	Schools per pupil	University per student	Public per literate
US $	0.28	124.00	1.49

D. Total current expenditures	Schools	University	Public
(1980 - 000's US $)	452	914	910

VII. SUMMARY OF MAIN RECOMMENDATIONS

Introduction

"We have yet to recognize the fact that the cornerstone of a nation determined to meet the challenge of science and technology, is the availability of the written and printed word in the form of books, journals and other forms of printed matter."

The Honourable Mr. C.B. Katiti, Minister of Culture and Community Development in the Republic of Uganda.

(1) Unfortunately impossible to calculate within the framework of this paper.

Authorities state that the world is now in the early years of "the Age of Information". The complexities of modern life in Africa and throughout the world require a quantity and variety of information beyond that ever conceived of in other eras.

Governments in Africa have assigned high priorities to education, agriculture, health and industry - too often without recognizing the basic need for libraries and information services to support development programmes and to promote the improvement of productivity and of human and economic resources. Even when they recognize this need, governments do not always provide the necessary financial support.

Libraries have no single aim: their purposes are multifarious. They provide opportunities for self instruction and further education, help to fill the gaps caused by the shortage of schools and act as a social cement between the educationally privileged and those less privileged. They are the indispensable workshops for educational programmes of all kinds, supporting scientific and technological research and providing essential sources of reference and information for government. commerce, industry and the community at large. Without them literacy programmes lose much of their effectiveness, those who have painfully struggled to acquire the art of reading relapse into illiteracy and people are deprived of a valuable means of recreation and life-long education.

The world has begun to recognize the achievements of African specialists in agriculture, medicine, art and other fields. Libraries serve as the major agents for disseminating information about such developments to centres of learning throughout the world. Recognition of intellectual accomplishment is important in national development - and libraries as intellectual exchange centres serve the nation by providing the constant flow of information so basic to national and international development. Libraries stand ready to reach out to every citizen and in every activity. They have a basic rôle to play in disseminating information about government programmes and development plans - and the understanding of these plans. They are instruments of national unity.

President Julius K. Nyerere of Tanzania when opening the National Central Library in Dar es Salaam summarized the need for libraries in Africa as follows:

".... Books are a very important way to knowledge, and to self-improvement; from them we can learn new ideas, new techniques of working and new methods.... We can broaden our understanding of other peoples, and even of ourselves .... And the provision of a National Library Service in Tanzania means that this knowledge is made available to all our literate citizens, and through them to the people who have not yet learned to read."

Recommendations to the Director-General of Unesco

This meeting therefore recommends to the Director-General of Unesco:

1. That the information on the present state of liberty and documentation services in Africa contained in Chapter II of the main working document (COM/CONF. 9/3) be revised in the light of the details given in Part VI (1) of this report and published, and to take this information into account when formulating future Unesco development plans for library and information services in Africa.

2. That special regard be given to the needs of new literates and in order to assist librarians in meeting the requirements of this new and rapidly growing reading public, Unesco ensure the inclusion of a library services component to support all future literacy campaigns. [See VI, (3)].

3. That when regional centres for training and research in book development are established in Africa, specialists in library science be assigned to the staffs and that training and research be carried out to the greatest extent possible in liaison with existing library schools. [See VI, (3)].

4. That Unesco should continue its efforts to assist Member States to co-ordinate the planning and development of library and information services along the lines outlined in Recommendation 4 to Member States as set out in VII (3) and to develop the necessary methodology and tools.

5. That every effort be made by Unesco to ensure that no rigid distinction between libraries and documentation centres are introduced into Africa since documentation services are an integral part of all library and information services. [VI, (4), (b)].

6. That in view of the growing demand for sub-professional staff Unesco increase its efforts to provide suitable training facilities at this level, and that the audio-visual course for library assistants, already available in Spanish, be used as a basis in producing a similar course for use in English and French-speaking countries. [VI, (5)].

7. That in order to avoid the introduction of artificial distinctions between the training of librarians and documentalists, Unesco promote the introduction of specialist courses in documentation work at existing library schools by the provision of the necessary specialized staff. [VI, (5)].

8. That Unesco continue to give assistance for the provision of advanced courses for senior practising professional librarians, both in Africa and overseas and, in particular, to arrange for the provision of intensive courses in planning theory and techniques, possibly within Unesco's Regional Centre for Educational Planning in Africa. [VI, (5)].

9. That Unesco continue its assistance for the training of library staff and in particular assist the existing schools of librarianship to establish research departments. [VI, (5)].

10. That a meeting be convened at the earliest opportunity for the purpose of harmonizing standards of entry into library schools, the length and content of courses, and qualifications awarded in librarianship and information sciences. [VI, (5)].

11. That the guidelines on a plan for the development of library services for Uganda be transmitted to the Government of Uganda and, if requested, assistance be provided for the carrying out of the full planning exercise. [VI, (7)].

Recommendations to Member States

This meeting also recommenda to Member States:

1. That the possibility of removing import duties and levies on both books and paper be vigorously pursued. [VI, (3)].

2. That the formation of national book promotion councils in accordance with the recommendations of the Regional Expert Meeting in Accra in 1968 be supported and that librarians be represented on these councils. [VI, (3)].

3. That efforts to develop library services be intensified during International Book Year, 1972. [VI, (3)].

4. (a) While it is recognized that the patterns of organization of library and information services will of necessity differ from one country to another, early steps be taken in each country to create a single national body, backed by the necessary legislation, with responsibility for the planning and development of a fully integrated national library and information system. [VI, (4), (c)].

   (b) That such bodies should be responsible to one minister who would act as its spokesman in the body politic and have a membership fully representative of all agencies requiring the provision of library and information services and of all government ministries concerned, including planning and finance. [VI, (4), (c)].

   (c) That such bodies should be provided with the necessary finance and expert staff to enable them to carry out the following functions:

      (i) the preparation, co-ordination and implementation of development plans for all types of library and information services;

      (ii) the costing of such plans and their inclusion in the national development plans;

      (iii) the harmonization of the allocation of all resources for library and information services whether from internal or external sources;

(iv) the establishment of national standards for the efficient operation of library and information services;

(v) the development of a unified scheme of service and a common salary structure for the profession and the preparation in consultation with established schools of librarianships of the necessary manpower plans. /VI, (4), (d)/.

5. That as necessary new schools of librarianship be provided to ensure that African librarians can receive their basic professional training in Africa and that such schools should be established as an integral part of universities. /VI, (5)/.

6. That all library schools in Africa should provide foreign language courses in either English or French, as appropriate. /VI, (5)/.

7. That in their attempts to intensify the development of library and information services they make full use of the assistance provided by the Unesco Programme of Participation in the Activities of Member States and the Technical Assistance and Special Fund Sectors of the United Nations Development Programme. /VI, (6)/.

8. That they make every effort to improve the collection, accurate presentation and transmission to Unesco of statistical data concerning library and information services, in order to provide a sound basis for the planning of future programmes. /VI, (6)/.

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